

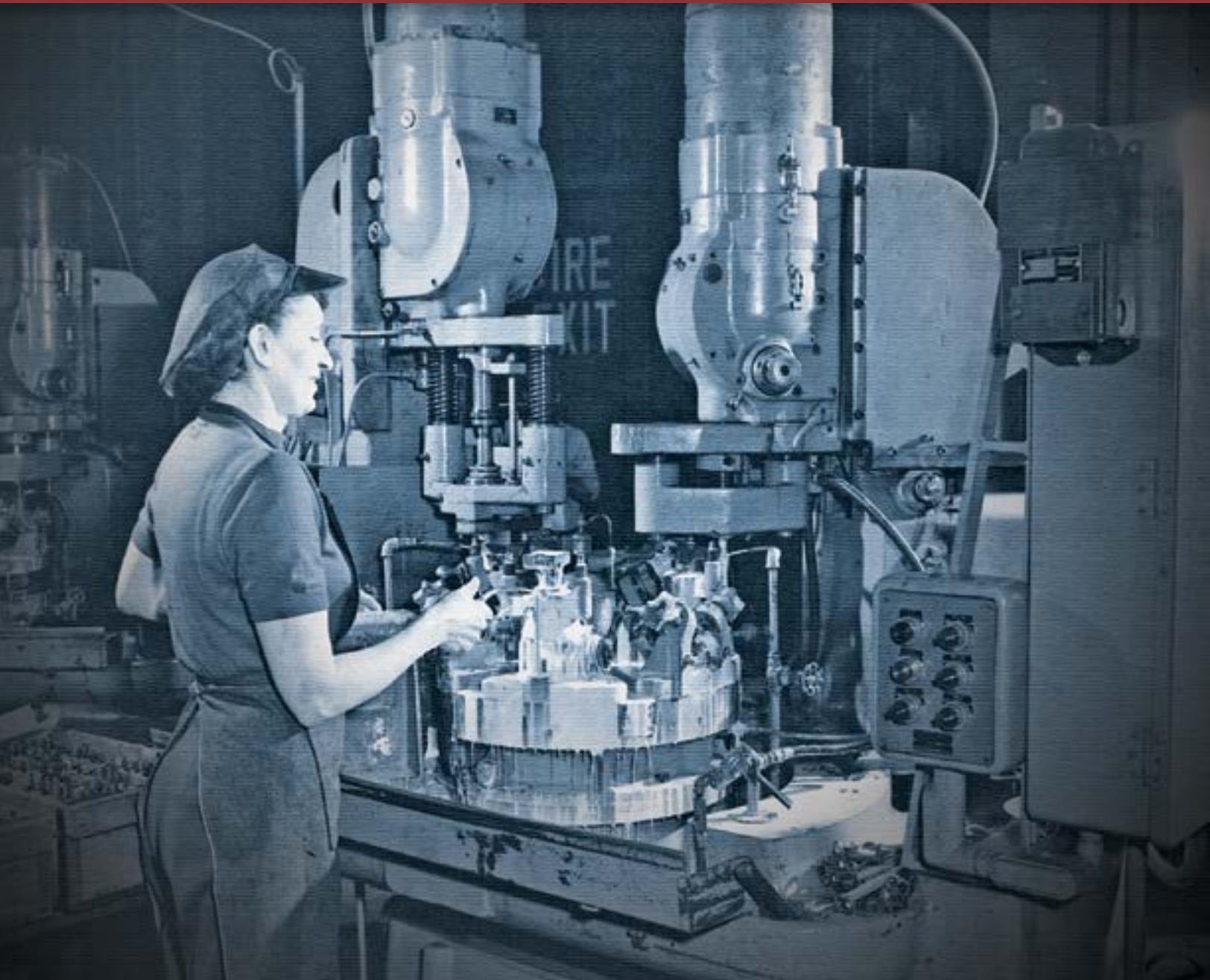


Foundation Document

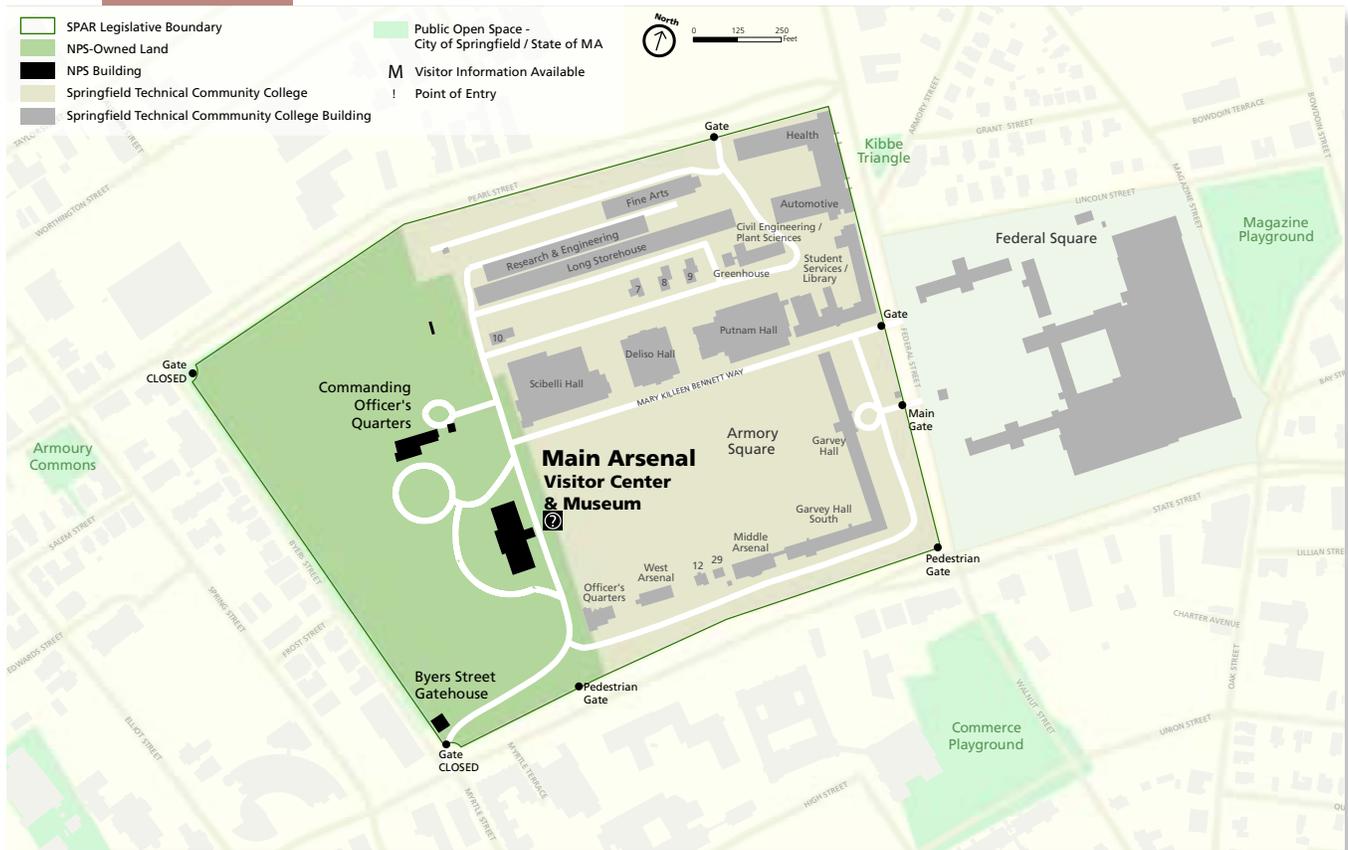
Springfield Armory National Historic Site

Massachusetts

July 2014



On Cover: Women provided about 45% of the labor force at the Springfield Armory during World War II.

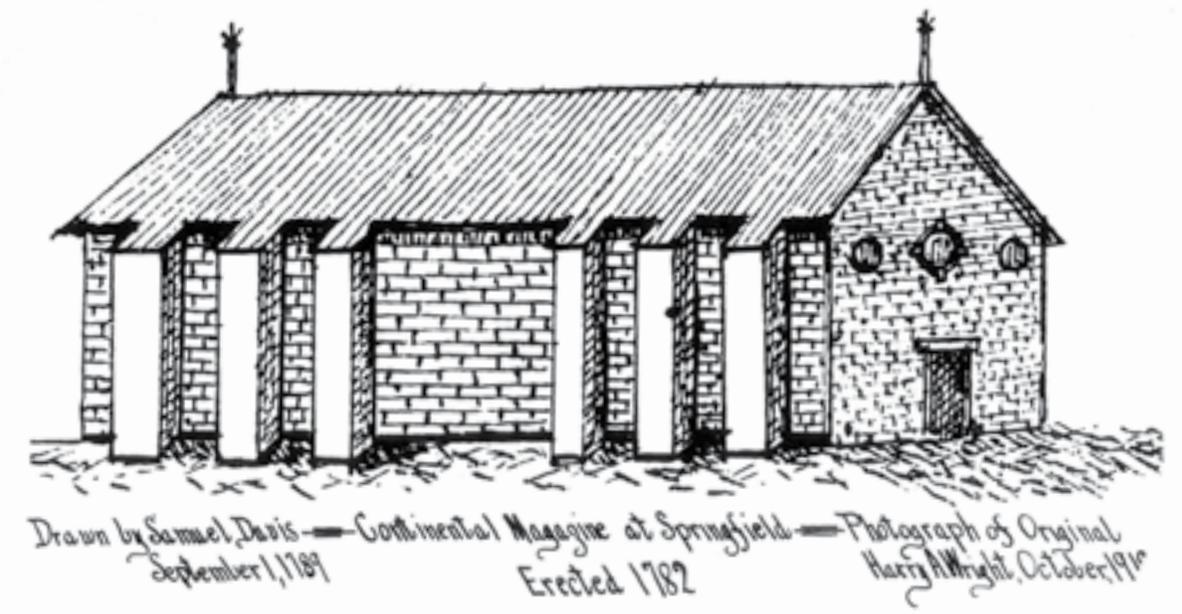


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Here the Hill Shops, with Armory Square in the foreground, are seen from the air in 1958.



Starting in 1777, the Hill Shops area became the main arsenal for the Continental Army in the northern theater of the Revolutionary War, storing and repairing weapons and materiel as well as manufacturing ammunition.

Mission of the National Park Service

The National Park Service (NPS) preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

The NPS core values are a framework in which the National Park Service accomplishes its mission. They express the manner in which, both individually and collectively, the National Park Service pursues its mission. The NPS core values are:

- **Shared stewardship:** We share a commitment to resource stewardship with the global preservation community.
- **Excellence:** We strive continually to learn and improve so that we may achieve the highest ideals of public service.
- **Integrity:** We deal honestly and fairly with the public and one another.
- **Tradition:** We are proud of it; we learn from it; we are not bound by it.
- **Respect:** We embrace each other's differences so that we may enrich the well-being of everyone.

The National Park Service is a bureau within the Department of the Interior. While numerous national park system units were created prior to 1916, it was not until August 25, 1916, that President Woodrow Wilson signed the National Park Service Organic Act formally establishing the National Park Service.

The national park system continues to grow and comprises 401 park units covering more than 84 million acres in every state, the District of Columbia, American Samoa, Guam, Puerto Rico, and the Virgin Islands. These units include, but are not limited to, national parks, monuments, battlefields, military parks, historical parks, historic sites, lakeshores, seashores, recreation areas, scenic rivers and trails, and the White House. The variety and diversity of park units throughout the nation require a strong commitment to resource stewardship and management in order to ensure both the protection and enjoyment of these resources for future generations.



The arrowhead was authorized as the official National Park Service emblem by the Secretary of the Interior on July 20, 1951. The sequoia tree and bison represent vegetation and wildlife, the mountains and water represent scenic and recreational values, and the arrowhead represents historical and archeological values.

Introduction

Every unit of the national park system is required to have a formal statement of its core mission that will provide basic guidance for all planning and management decisions—a foundation for planning and management. Increasing emphasis on government accountability and restrained federal spending require that all stakeholders are aware of the purpose, significance, interpretive themes, fundamental resources and values, and special mandates and administrative commitments of a park unit, as well as the legal and policy requirements for administration and resource protection that factor into management decisions.

The process of developing a foundation document provides the opportunity to gather together and integrate all varieties and hierarchies of information about a park unit. Next, this information is refined and focused to determine what are the most important attributes of the park. The process of preparing a foundation document aids park managers, staff, and stakeholders in identifying information that is necessary for future planning efforts.

A foundation document serves as the underlying guidance for all management and planning decisions for a national park unit. It describes the core mission of the park unit by identifying the purpose, significance, fundamental and other important resources and values, interpretive themes, assessment of planning and data needs, special mandates and administrative commitments, and the unit's setting in the regional context.

The foundation document can be useful in all aspects of park management to ensure that primary management objectives are accomplished before addressing other factors that are also important, but not directly essential to achieving the park purpose and maintaining its significance. Thus, the development of a foundation document for Springfield Armory National Historic Site (NHS) is necessary to effectively manage the park over the long term and protect park resources and values that are integral to the purpose and identity of the park unit.

On September 6–7, 2012, a group of Springfield Armory National Historic Site staff, NPS regional specialists, and outside stakeholders participated in a foundation workshop (participant list at back of document) to develop statements of the park purpose, park significance, interpretive themes, and fundamental resources and values. Workshop participants developed draft statements, which were subsequently refined by park staff.

The park atlas is also a part of the foundation project. It is a geographic information system (GIS) product that can be published as a hard copy paper atlas and as electronic geospatial data in a Web-mapping environment. The purpose of the park atlas is to act as a reference for park projects and to facilitate planning decisions as a GIS-based planning support tool. The atlas covers various geographic elements that are important for park management such as natural and cultural resources, visitor use patterns, and facilities. It can be developed as part of a planning project (e.g., general management plan, foundation document), although it can also be designed as an independent product. The park atlas is available at <http://insideparkatlas.nps.gov/>.

Part 1: Core Components

The core components of a foundation document include a brief description of the park, park purpose, significance statements, fundamental resources and values, other important resources and values, and interpretive themes. These components are core because they typically do not change over time. Core components are expected to be used in future planning and management efforts.

Description of Springfield Armory National Historic Site

Springfield Armory National Historic Site commemorates the critical role Springfield Armory played in the nation's military and industrial history. First created as a military storage depot by the fledgling U.S. Army in 1777, Springfield Armory was authorized by Congress and President George Washington in 1794 to manufacture small arms for the nation's defense. The armory was the federal center for the development and manufacture of U.S. military small arms from 1794 until its deactivation in 1968. The Springfield Armory was designated a national historic landmark in 1960 and was administratively listed in the National Register of Historic Places in 1966. The park was authorized in 1974 by P.L. 93-486 and became established as an NPS unit in 1978.

From the time the first muskets were hand-crafted until the high-precision machinery was powered down for the last time in 1968, Springfield Armory profoundly affected the lives of soldiers and civilians alike. Armory weapons influenced battlefield tactics and wartime strategy from the War of 1812 through the Vietnam Conflict. Some Springfield Armory small arms are still carried by our soldiers today in testament to their superior design and workmanship. Armory inventions and industrial processes, brought into the private sector in the 19th and 20th centuries, revolutionized the manufacture of consumer products and provided one of the catalysts for American industrialization. Springfield Armory's reputation attracted highly skilled workers and was a major reason for the rapid growth of the City of Springfield and the surrounding area. So many advanced technology industries were founded in the region around the armory that the area was dubbed "The Precision Corridor."

Today, the National Park Service manages a 20-acre portion of the 55-acre national historic site. The remaining 35-acre portion is owned by the Commonwealth of Massachusetts and functions as Springfield Technical Community College (STCC).

The National Park Service and Springfield Technical Community College work together as legislated partners to manage the site as a whole. The partnership between a federal NPS unit and a state college makes for a very dynamic and bustling urban park and is one of the great strengths of the site. The site is home to the Benton Small Arms Collection, one of the world's largest historic firearm collections. This collection, along with historic structures and landscapes, form the core of the cultural and natural resources preserved and interpreted for public benefit.



Armory Square, seen here in about 1850 with the newly opened Main Arsenal in the foreground, conformed to a design reflecting the achievement of advanced manufacturing in a functional, ordered site.

Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Springfield Armory National Historic Site was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The park was authorized when the initial legislation was signed into law on October 26, 1974 (see appendix A for enabling legislation and subsequent amendments). The park was then established in 1978. The purpose statement reinforces the foundation for future park management administration and use decisions. The following purpose statement was based on the review of park legislation, previous management documents, and discussions with park staff.

THE PURPOSE OF SPRINGFIELD ARMORY NATIONAL HISTORIC SITE IS:

- *To preserve and interpret for the education, inspiration, and benefit of present and future generations the nationally significant sites, landscapes, structures, archives, and collections associated with Springfield Armory, as well as its important role in developing small arms and modern manufacturing techniques*
- *To cooperate with national, state, and local entities, particularly the Commonwealth of Massachusetts, to protect the integrity, character, and historic values of nationally significant sites, landscapes, and structures within the boundaries of the national historic site under nonfederal ownership*
- *To ensure the integrity and availability for research of the arms collection in cooperation with the Department of the Army*

(Sources: Springfield Armory NHS Enabling Legislation PL93-486 [1974]; Senate S.979 Hearings 93-590 [1973], 93-1233 [1974]; House Hearings on HR-13157 [1974])



The exhibits of the museum and visitor center at Springfield Armory National Historic Site.

Park Significance

Significance statements express why a park's resources and values are important enough to merit national park unit designation. Statements of significance describe why an area is important within a global, national, regional, and systemwide context. These statements are linked to the purpose of the park unit, and are supported by data, research, and consensus. Significance statements describe the distinctive nature of the park and inform management decisions, focusing efforts on preserving and protecting the most important resources and values of the park unit.

The following significance statements have been identified for Springfield Armory National Historic Site. (Please note that the sequence of the statements do not reflect the level of significance.)

1. During the American Revolution, Springfield Arsenal played a critical role in the winning of independence by manufacturing military ammunition, repairing weapons, and storing supplies for the Continental Army. Immediately following the war, it was established as the first national artillery foundry.
2. The implications of the 1787 clash at Springfield Arsenal during Shays' Rebellion fueled support for a strong central government and the adoption of the United States Constitution.
3. Springfield Armory was a military facility that researched, developed, and manufactured high-quality, dependable small arms for the U. S. Army between 1794 and 1968; consequently it was the longest continuously operating industrial facility in the country.
4. Springfield Armory produced precision manufactured weapons that pioneered modern industrial methods such as mass production and interchangeability of parts, transforming American industry.
5. Research and production of small arms by skilled workers at the Springfield Armory spun off private industry, shaping Springfield and the Connecticut River Valley into a national hub of technological innovation in precision manufacturing.

(Sources: Springfield Armory NHL Report [1967]; DOI Testimony of HR108 Hearings [1972]; Senate Reports 93-590 [1973], 93-1233 [1974]; House Hearing on HR-13157 [1974]; Enabling Legislation [1974]; Interpretive Prospectus [1980]; Springfield Armory NHS General Management Plan [1986]; Conservative Innovators, by Raber, et al. [1989]; Long-Range Interpretive Plan [2000]; Cultural Landscape Report [2010])



The armory created and provided training opportunities for women during World War II.



In 1843, Henry Wadsworth Longfellow wrote his famous poem, "The Arsenal at Springfield," after viewing cases of "burnished arms" like this one."



Above:
Early armory grindstones in an armory building date to c. 1807.

Right: *When it was completed in 1847, the Commanding Officer's Quarters was one of the finest homes in Springfield.*

Fundamental Resources and Values

Fundamental resources and values (FRVs) are those features, systems, processes, experiences, stories, scenes, sounds, smells, or other attributes determined to warrant primary consideration during planning and management processes because they are essential to achieving the purpose of the park and maintaining its significance.

The most important responsibility of NPS managers is to ensure the conservation of those qualities that are essential (fundamental) to achieving the purpose of the park and maintaining its significance. These qualities are called fundamental resources and values. Fundamental resources and values are closely related to legislative purpose, and are more specific than significance statements. Fundamental resources and values help focus planning and management processes on what is truly significant about the park. If fundamental resources and values are allowed to deteriorate, the park purpose and/or significance could be jeopardized.

Though the entirety of Springfield Armory National Historic Site comprises 55 acres that are owned by different entities, the identification of fundamental and other important or related resources and values should not be interpreted as meaning that some park resources are not as important as others. This evaluation is made to separate those resources or values that are covered by NPS mandates and policies from those that have important considerations to be addressed in other planning processes.

The following fundamental resources and values have been identified for Springfield Armory National Historic Site:

- Historic Springfield Armory Buildings and Structures Managed by the National Park Service
- Springfield Armory Grounds and Cultural Landscapes
- Springfield Armory NHS Collections
- Springfield Armory NHS Archeological Resources
- Springfield Armory Buildings and Structures Managed by Springfield Technical Community College (Commonwealth of Massachusetts)



Related Resources and Values

Related resources and values are not owned by the park. They may be part of the broader context or setting in which park resources exist; represent a thematic connection that would enhance the experience of visitors; or have close associations with park fundamental resources and the purpose of the park. The related resource represents a connection with the park that often reflects an area of mutual benefit or interest, and collaboration, between the park and owner/stakeholder.

Springfield Armory National Historic Site has several related resources:

- Federal Square
- Water Shops
- Mill River
- Historic Neighborhoods Surrounding Springfield Armory
- Railhead
- Quabbin Range
- Wait Monument

Advanced weapons were tested at the Quabbin Reservoir during the 1950s and 1960s.



An array of large drop forges at the Water Shops in 1962, where Springfield Armory weapons had been shaped since the late 18th century.

Interpretive Themes

Interpretive themes are an organizational tool. They provide the conceptual framework for all aspects of park interpretive programming. Themes are derived from a park’s legislation and purpose, and capture the essence of its significance. Themes are specifically linked to a place and its stories and explain why that area was included within the national park system. While themes are important as the framework to guide interpretation and management decisions, they are not intended for public consumption. They are the internal infrastructure and measure to focus and develop visitor experiences and interpretation and education services and programming.

The following interpretive themes have been identified for Springfield Armory National Historic Site:

- **Military Preparedness.** Beginning in 1777 as an arsenal and, in 1794 as the first national armory, Springfield Armory’s fundamental role was to develop and manufacture military arms for national security, with complex consequences worldwide.
- **The Grand National Armory.** Conceived as the “Grand National Armory” expressing the dignity, strength, and permanence of the federal government, its design remains visible in the landscape and grandeur of its buildings to the present day.
- **Technological Innovation.** Springfield Armory played an essential role in the development of mechanized production of interchangeable parts, mass production, and quality control, spurring precision manufacturing and the modern industrial age.
- **A Collection of Enduring Value.** Springfield Armory’s world-renowned military small arms collection and archives illustrate the evolution of firearms technology and continues to support the study and understanding of military weapons.
- **Emerging Regional Influence.** Springfield Armory’s leadership and skilled workforce helped make Springfield a prosperous community and contributed to the rise of a nationally significant precision manufacturing zone extending from Connecticut into Vermont.

(Sources: Interpretive Prospectus [1980]; General Management Plan [1986]; Long Range Interpretive Plan [2000]; Interpretive Management Assistance Program Report [2008])



Top: A ranger describes the details of a Revolutionary War era weapon to visitors.

Right: The small arms collection storage system has been recently upgraded, embracing modern methods of collection management.



© James Langone.

Part 2: Dynamic Components

The dynamic components of a foundation document include special mandates and administrative commitments and an assessment of planning and data needs. These components are dynamic because they will change over time. New special mandates can be established and new administrative commitments made. As conditions and trends of fundamental and other important resources and values change over time, the analysis of planning and data needs will need to be revisited and revised, along with key issues. Therefore, this part of the foundation document will be updated accordingly.

Special Mandates and Administrative Commitments

Many of the management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utilities, and other partnering organizations. Special mandates are requirements specific to a park, which expand on or contradict the legislated purpose of the park unit. They are park-specific legislative or judicial requirements that must be fulfilled, along with the park purpose, even if the requirements do not relate to that purpose. Administrative commitments in general are agreements that have been reached through formal, documented processes, such as memoranda of agreement. These agreements can form a network of partnerships designed to fulfill the objectives of the park and facilitate working relationships with other organizations. All of these mandates and commitments either dictate some form of management action or allow particular uses on park lands (e.g., permissible traditional uses, easements or rights-of-way, maintenance needs, use of park facilities or lands, or emergency service responses). Thus, these mandates and commitments are an essential component in the foundation document and in managing and planning for Springfield Armory National Historic Site.

Special Mandates

None.

Buildings 5 and 6 were built as housing for married junior officers and their families in 1870. Photo c. 1940s.



Administrative Commitments

Interagency Agreement between Department of the Army and Department of the Interior, June 27, 2000

When Springfield Armory National Historic Site was established, the intent of Congress was that the Springfield Armory's Benton Small Arms Collection, which was created by the U.S. Army at Springfield Armory and currently has 6,656 catalogued objects, should remain at the Springfield Armory National Historic Site. This commitment was first made in the Bailment Agreement of 1968 and, later, in the memorandum of understanding of 1978 between the National Park Service and the U.S. Army. The memorandum of understanding was superseded by the inter-agency agreement between the National Park Service and the U.S. Army, signed in June 2000. This agreement, while noting the "special relevance" the collection has to both Springfield Armory National Historic Site and the U.S. Army, states that "the Collection shall be and shall remain within the exclusive custody and responsibility of the NPS." It also created a Collection Committee to deal with items of joint interest.

Memorandum of Understanding between the United States of America and the Commonwealth of Massachusetts, August 21, 1999 (renewed for two years in 2010)

In the enabling legislation for Springfield Armory National Historic Site, the intent of Congress was that the boundary of the park should include all 55 acres of Armory Square, including buildings and grounds used by the Commonwealth of Massachusetts and Springfield Technical Community College.

The first memorandum of understanding between the National Park Service and the Commonwealth of Massachusetts was signed in 1978. Revised in 1983, 1994, and 1999, the memorandum of understanding reflects the shared commitments to the preservation of the Springfield Armory National Historic Site by the National Park Service and the Commonwealth of Massachusetts. The original 1978 agreement was revised in 1983, adding three levels of preservation (see below) and in 1994, language was modified regarding tree replacements; however, each revision reflects the shared commitments to the preservation of the Springfield Armory National Historic Site by the National Park Service and the Commonwealth of Massachusetts. Since 1994 there have been no revisions. The memorandum of understanding is being renegotiated.

Under the current memorandum of understanding between the federal government and the Commonwealth of Massachusetts, August 21, 1999 (renewed 2010), STCC buildings are classified under three categories, each with specific preservation treatments:

- Level 1: Stabilize and maintain to historic appearance (buildings 5 / 6, 11, 12, 14, 15, 16, remnant of 27, Armory Green)
- Level 2: Allow limited exterior alterations but changes should not affect overall appearance (buildings 7, 8, 9, 10, 19)
- Level 3: Allow more extensive exterior modifications, but must recognize integrity of historic scene (all remaining pre-1968 STCC buildings)

Any construction, alteration, or repair proposed by the Commonwealth will be subject to concurrence of the Massachusetts Historical Commission following review using criteria specified in the memorandum of understanding. The National Park Service shall provide technical and professional assistance to Springfield Technical Community College and serve as a liaison between the college and the commission. The agreement provides for the National Park Service and the Massachusetts Department of Capital Asset Management and Maintenance to work together on National Historic Preservation Act section 106 issues.

Assessment of Planning and Data Needs

Once the core components of part 1 of the foundation document have been identified, it is important to gather and evaluate existing information about the park's fundamental and other important resources and values, and develop a full assessment of the park's planning and data needs. The assessment of planning and data needs section presents planning issues, the planning projects that will address these issues, and the associated information requirements for planning, such as resource inventories and data collection, including GIS data.

There are three sections in the assessment of planning and data needs:

1. analysis of fundamental and other important resources and values
2. identification of key issues and associated planning and data needs
3. identification of planning and data needs (including spatial mapping activities or GIS maps)

The analysis of fundamental and other important resources and values and identification of key issues leads up to and supports the identification of planning and data collection needs.

Analysis of Fundamental Resources and Values

The fundamental resource and value analysis table includes current condition, potential threats and opportunities, planning and data needs, and selected laws and NPS policies related to management of the identified resource or value.

The tables below define and analyze the resources and values determined to warrant primary consideration during planning and management because they are critical to achieving the Springfield Armory National Historic Site's purpose and maintaining its significance.



A major feature of the Main Arsenal is the large wooden spiral staircase rising the full five-story height of the front tower. Photograph © James Langone.

Fundamental Resource or Value	Springfield Armory Buildings and Structures Managed by the National Park Service – Main Arsenal, Commanding Officer’s Quarters, and Byers Street Gatehouse
Related Significance Statements	1, 2, 3, 4, 5
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> The Main Arsenal (1850) contains the park’s public exhibits, administrative offices, and collection storage. The Commanding Officer’s Quarters (1847) was used for park administrative offices until 1994 and was used by the Frederick Law Olmsted archives until 2004, but it is currently vacant. The small Byers Street Gatehouse (1908) is used for utility space. The condition of the Main Arsenal is good; the condition of the Commanding Officer’s Quarters is poor. The Byers Street Gatehouse, which was recently renovated, is in good condition. <p>Trends</p> <ul style="list-style-type: none"> The exhibits at the Main Arsenal, which date from 1989, need to be updated, which could require modifications to the building or its layout. Within the constraints of restricted resources, the National Park Service is studying potential uses for redeveloping the Commanding Officer’s Quarters. The building has other shortcoming: it is not universally accessible, the porch needs repair, and the heating system is antiquated.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> The Commanding Officer’s Quarters have been vacant since 2004. The historic house has suffered leaky plumbing and subsequent interior damage. The historic structure report (2010) identified the need for repairs and active use of the building to avoid further deterioration. The Main Arsenal’s roof currently requires significant repairs, and the building as a whole requires regular masonry work, painting, and maintenance. <p>Opportunities</p> <ul style="list-style-type: none"> Improvements could be made to visitor spaces, with an area of the second floor of the Main Arsenal possibly being accessible to the general public as well. The Commanding Officer’s Quarters has the potential to be leased for special events, catering, exhibits, or office uses. Installation of a handicapped ramp will be necessary to ensure universal accessibility. The Byers Street Gatehouse could be used for interpretation and reception of visitors entering the park from State and Byers streets. The park is working with the city to appropriately manage structures along the property line.
Data and/or GIS Needs	<ul style="list-style-type: none"> An updated historic structure report should be prepared for the Main Arsenal. A development concept plan should be completed to analyze potential uses for the Commanding Officer’s Quarters.
Planning Needs	<ul style="list-style-type: none"> None identified.
Desired Conditions	<ul style="list-style-type: none"> The Main Arsenal will be maintained in good condition as the park’s primary visitor and exhibit space and as administrative and storage space. The Commanding Officer’s Quarters should be rehabilitated and the building should have uses that are consistent with maintaining the resource in good condition. The Byers Street Gatehouse should be rehabilitated and it should be used for visitor interpretation.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<ul style="list-style-type: none"> All cultural management activities related to projects funded by the National Park Service are guided by federal historic preservation and cultural resource laws and executive orders, <i>NPS Management Policies 2006</i>, and Director’s Order 28: <i>Cultural Resource Management</i>.

Fundamental Resource or Value	Springfield Armory Grounds and Cultural Landscapes
Related Significance Statements	1, 2, 3
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> Springfield Armory National Historic Site expresses the design intent to create a military campus for the Grand National Armory that projected the power and scope of the United States government. The campus design was organized around a central green that had been a prominent landscape feature since the late 1700s. The grounds mirrored landscape design styles of the early 19th century through the mid-20th century. During the late 19th century, fountains, greenhouses, and additional gardens were constructed, but these were removed during the 1950s. The armory's site, on a hill in Springfield above the Connecticut River, was chosen for its defensible location inland from the seacoast, yet convenient to shipping on the river. Springfield Armory National Historic Site has four landscape management areas. The western slope, managed by the National Park Service, contains the Main Arsenal, Commanding Officer's Quarters, and the 20 acres of designed landscape to the west. The institutional landscape consists of the Springfield Technical Community College campus, spanning north and east and south of Armory Green. It includes all the buildings and structures within this area. The Armory Green, managed by the college, comprises the main lawn and trees of the historic armory core and the building facades along the eastern and southern edges of the green. The perimeter landscape area, managed by Springfield Technical Community College and the National Park Service, includes the historic iron ornamental fence and gates and the surrounding brick as well as the concrete sidewalks and trees outside the fence. Not only does the landscape of the Springfield Armory reflect design values of the period significance, the site, with the American flag flying from the Main Arsenal, is an icon in the city of Springfield—it is featured at the top of the city's official seal. Westward views from Springfield Armory National Historic Site take in downtown Springfield and the Connecticut River Valley and help visitors understand why this place was chosen for the armory.



Formal gardens behind the Commanding Officers Quarters, c. 1945.

Fundamental Resource or Value	Springfield Armory Grounds and Cultural Landscapes
<p>Current Conditions and Trends</p>	<p>Trends</p> <ul style="list-style-type: none"> The gardens, greenhouses, and other landscape elements dating to the 1950s have been removed, indicating a simplification and naturalization of the formerly well-tended landscape. Visitor access to the site has been constrained in recent years by closed gates at the Byers Street and Pearl Street entrances, although the Byers Street and State Street gates have recently been reopened. The historic fence around National Park Service property is regularly maintained, although the sidewalk along Byers Street is in very poor condition and threatens the adjacent section of fence. Restructuring of the fence along Pearl Street in the 1940s was conducted with substandard concrete. As a result, several structures are leaching lime and are deteriorating.
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> There has been a great deal of woodland overgrowth on the western slope of the Springfield Armory National Historic Site ground. The vegetation blocks views of downtown Springfield and the Connecticut River Valley. The sidewalk along Byers Street, which is on city property (though within the bounds of the national historic landmark), is rapidly deteriorating. The loss of this historic sidewalk would be harmful on its own, but it would also undermine the stability of the adjacent historic fence. The fence itself is made of cast iron, which is quite fragile. Pieces regularly break off, and occasionally significant damage occurs from vehicle impacts. <p>Opportunities</p> <ul style="list-style-type: none"> By adopting treatments recommended in the <i>Cultural Landscape Report for Armory Square</i> (2010), the National Park Service can reshape the grounds to reflect the 19th- and 20th-century vision of the Grand National Armory. By clearing overgrowth on the site's western slope, Springfield Armory National Historic Site can reopen views of the city and the valley. Restoring and/or modulating the contours of the slope can improve drainage and restore the historic character of the site. The historic gates at Byers Street, Pearl Street, and State Street should be restored and opened to visitors.
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> None identified.
<p>Planning Needs</p>	<ul style="list-style-type: none"> The <i>Cultural Landscape Report for Armory Square</i> was completed in 2010. An action plan is needed to guide landscape treatments on NPS-owned property. There is a need to prepare a historic structure report for the historic perimeter fence.
<p>Desired Conditions</p>	<ul style="list-style-type: none"> The Springfield Armory National Historic Site grounds should be treated to reflect their appearance in about 1950. That period, during which the armory was fully functioning, predates efforts to wind down federal operations. The appearance of the Springfield Armory National Historic Site grounds supports the park's interpretive program, which emphasizes the continuation of innovation and the development of the M-14 rifle during the 1950s. Springfield Armory National Historic Site should work closely with Springfield Technical Community College to preserve the Armory Square grounds and fence and with the City of Springfield to rehabilitate perimeter sidewalks and enhance visitor access to the site.
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<ul style="list-style-type: none"> All cultural management activities related to projects funded by the National Park Service are guided by <i>NPS Management Policies 2006</i> and <i>Director's Order 28: Cultural Resource Management</i>.

Fundamental Resource or Value	Springfield Armory National Historic Site Collections
Related Significance Statements	1, 3, 4, 5
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> According to its scope of collections statement, Springfield Armory National Historic Site's museum collections consist of 9,170 objects; approximately 500,000 associated archival items; 3,000 archeological items; and a 1,500-volume research library with a portion of microfilm containing records from the historic Springfield Armory (National Archives and Records Administration, Record Group 156 – Waltham, Ma.). The largest objects accession is Accession 2 consisting of more than 6,500 items, which were those that remained of the Army's historical Benton Small Arms Collection, which opened to the public in 1871. The largest archival accession, Accession 4, is estimated to be about 200,000 items. Equally as large is the unprocessed accession of 250,000 aperture cards, containing most of the blueprints and jigs for weapons manufactured at the Springfield Armory in the 20th century. All collections are contained within 277 accessions. <p>Trends</p> <ul style="list-style-type: none"> The core of the exhibit of Springfield Armory National Historic Site is the historic firearms collection. The park has recently installed state-of-the-art storage for the Small Arms Collection. The Springfield Armory archives are split between the Springfield Armory National Historic Site and the National Archives repository in Waltham, Massachusetts, with the bulk of pre-1930s records being held in Waltham. (Springfield Armory National Historic Site has microfilm of some armory records stored at the National Archives.)
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> Reduced staffing levels have diminished access to the collections by the staff, interns, volunteers, and public. Other threats to the collections include high relative humidity; corrosion even in controlled spaces; dirt and grease; the lack of a sustainable curatorial and stabilization program for object and archival collections; theft/vandalism; fire/water damage. The current lack of exhibit flexibility also prevents regular rotation of objects from the collection for public viewing and restricts the ability of the Interpretation Division to use the entire collection for its programs. <p>Opportunities</p> <ul style="list-style-type: none"> Updating exhibits would allow the park to incorporate recent scholarship and broaden interpretation from a focus on firearms to the development of the Grand National Armory, precision manufacturing, and other themes related to the Springfield Armory. Updating exhibits would also permit the park to showcase more of its collection. By using the park's website, it can increase access and awareness of the collections by the public.
Data and/or GIS Needs	<ul style="list-style-type: none"> Finalize archives survey and develop project statements to process uncatalogued archival collections.
Planning Needs	<ul style="list-style-type: none"> Develop new collection management plan.
Desired Conditions	<ul style="list-style-type: none"> Springfield Armory National Historic Site seeks to ensure proper long-term storage and protection of the collection; to process uncatalogued archival and museum collections; to expand use of its collections in interpretive and educational programming; and to interpret the archives as an integral part of the development of the Springfield Armory.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<ul style="list-style-type: none"> Follow policies stipulated in the interagency agreement between Department of the Army and Department of the Interior, June 27, 2000. Pertinent federal laws and NPS policy guidance for cultural resources are described in NPS Management Policies 2006, Director's Order 28: <i>Cultural Resource Management</i>, and the <i>NPS Museum Handbook</i>.

Fundamental Resource or Value	Springfield Armory National Historic Site Archeological Resources
Related Significance Statements	1, 2, 3
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> According to the <i>Archeological Overview and Assessment for Springfield Armory National Historic Site</i> (2004), on NPS property there are 26 identified archeological sites, with only 4 of them having been surveyed. <p>Trends</p> <ul style="list-style-type: none"> With little recent development of the Armory Square site, there have not been occasions for new archeological surveys.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> New construction projects have the potential to disturb archeological resources. <p>Opportunities</p> <ul style="list-style-type: none"> The National Park Service can learn more about the development of the Springfield Armory through further archeological surveys.
Data and/or GIS Needs	<ul style="list-style-type: none"> When new construction is taking place, appropriate archeological surveys should be undertaken.
Planning Needs	<ul style="list-style-type: none"> None identified.
Desired Condition	<ul style="list-style-type: none"> Preserve existing archeological sites and provide phase II surveys of additional sites. Archaeological resources will be preserved for the entire site through NPS technical and professional assistance to Springfield Technical Community College and its role as a liaison between the college and the Massachusetts Historical Commission.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<ul style="list-style-type: none"> Pertinent federal laws and NPS policy guidance for cultural resources are described in <i>NPS Management Policies 2006</i>, <i>Director's Order 28: Cultural Resource Management</i>, and the <i>NPS Museum Handbook</i>.

The Upper Water Shops, seen here c. 1830, was part of a series of three water-powered facilities along the Mill River. These buildings were torn down in the 1850s to make way for the Water Shops that still stand today.



Fundamental Resource or Value	Historic Springfield Armory Buildings and Structures Managed by the Commonwealth of Massachusetts
Related Significance Statements	1, 2, 3
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> Of the 54.93 acres in the boundary of Springfield Armory National Historic Site, 34.61 acres are owned and managed by Springfield Technical Community College (Commonwealth of Massachusetts). Under the memorandum of understanding between the United States and the Commonwealth of Massachusetts, August 21, 1999 (renewed 2010), the college has agreed to preserve its buildings to meet specific standards. STCC buildings in the National Register of Historic Places include Officers Quarters (Building #5 and 6; 1870), West Arsenal (#11; 1808), Guardhouse (#12; 1880), Middle Arsenal (#14; 1830), Administration (#15; 1825), Administration (#16; 1825–1864), Shop (remnant of #27; 1809–1864), Officers Quarters (#7; 1833; #8, #9; 1836), Master Armorer’s Quarters (#10; 1833), Long Storehouse (#19; 1850), and the Shooting Range (#28 and #28A; 1904–1932). The condition of these buildings ranges from poor to good. Springfield Technical Community College also has several late 20th century purpose-built college buildings that post-date the Springfield Armory. <p>Trends</p> <ul style="list-style-type: none"> In accordance with the memorandum of understanding, Springfield Technical Community College has worked to preserve historic structures as specified in the “Administrative Commitments” portion of this document. As detailed in the 2007 STCC master plan, the college is reconsidering its use of buildings and may significantly upgrade some while vacating others.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> Building 5 and 6 is visibly deteriorating. It could reach the stage where demolition might occur unless the building is repaired and properly mothballed, while all parties seek a compatible reuse for the building. According to an NPS historic structure report (2012), Building 5 and 6 can be rehabilitated. Building 10 is also deteriorating, and is vacant. Springfield Technical Community College is being considered for a \$30 million grant from the Commonwealth that would fund the rehabilitation of long-vacant Building 19 for administrative offices, student center, library, and other college facilities. Following rehabilitation, these functions would vacate Buildings 14, 15, 16, and 27, among others, leaving them vacant. There is concern that if these historic buildings were vacant they could deteriorate or otherwise undergo serious loss of integrity. Building 28A, which was the former firing range for the armory, is severely deteriorated after not being used since 1968. Trees and roots are growing through the building. It has been padlocked and is never entered. It has historic features that could be interpreted. <p>Opportunities</p> <ul style="list-style-type: none"> There is an opportunity for a strong working relationship between the National Park Service, Springfield Technical Community College, and the Commonwealth of Massachusetts on preserving the historic buildings and grounds. Because active use of historic buildings is essential for their preservation, reuse of vacant buildings, such as Building 5 and 6 and Building 10, should be pursued. The National Park Service should provide timely professional technical assistance for all preservation projects on STCC buildings and grounds. There is an opportunity to raise awareness of the historic uses of STCC buildings and use that for educational purposes.
Data and/or GIS Needs	<ul style="list-style-type: none"> Historic structure reports should be completed for all buildings dating from the Springfield Armory’s period of activity.
Planning Needs	<ul style="list-style-type: none"> None identified.

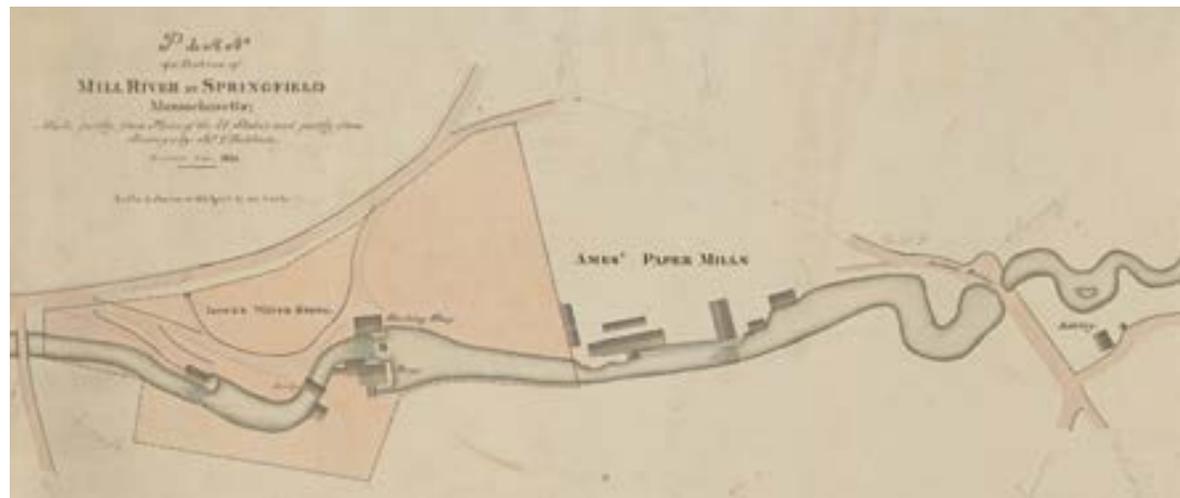
Fundamental Resource or Value	Historic Springfield Armory Buildings and Structures Managed by the Commonwealth of Massachusetts
Desired Conditions	<ul style="list-style-type: none"> The image of the Grand National Armory that is presented by the ensemble of buildings and grounds in the boundary of Springfield Armory National Historic Site must be preserved. In order to maintain its historic appearance, the Armory Green should follow a historically informed treatment plan that has been developed by the Olmsted Center for Landscape Preservation.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<ul style="list-style-type: none"> Update memorandum of understanding between the United States and the Commonwealth of Massachusetts, August 21, 1999 (renewed 2010) to address preservation needs.

Other Important Resources and Values

Federal Square. Federal Square is located directly across Federal Street from Springfield Armory National Historic Site (Armory Square). Buildings on Federal Square became a significant manufacturing center of Springfield Armory around 1890. Prior to that, Federal Square held a variety of armory structures. Some of the earliest include a brick powder magazine, ordnance storage buildings, and a musket barrel proving house constructed just after the American Revolution. These structures were the target of Daniel Shays’ rebellion during a January 1787 battle nearby.

Armory Water Shops. Located about one mile from Armory Square, between Water Shops Pond and the Mill River, the extant Water Shops date from the 1850s. They used waterpower for shaping the metal and wood used in firearms, while the finishing was done in Armory Square. This building has been privately owned and used for manufacturing and warehousing since the close of the Springfield Armory. It has great interpretive potential. The Water Shops were listed in the National Register of Historic Places in 1980.

Mill River. The Mill River was first used for milling in the 17th century. Since the early days of the Armory it was used to provide power for manufacturing firearms. As waterpower was phased out, the use of factories on the Mill River diminished to virtually nothing. Industrial sites along the Mill River have not been the subject of archeological investigation or historical research. There is much research and interpretive potential for industrial sites along the Mill River, both in telling the story of the Springfield Armory and the overall industrialization of Springfield.



The Mill River, seen here in this 1841 survey, provided the power to the Water Shops.

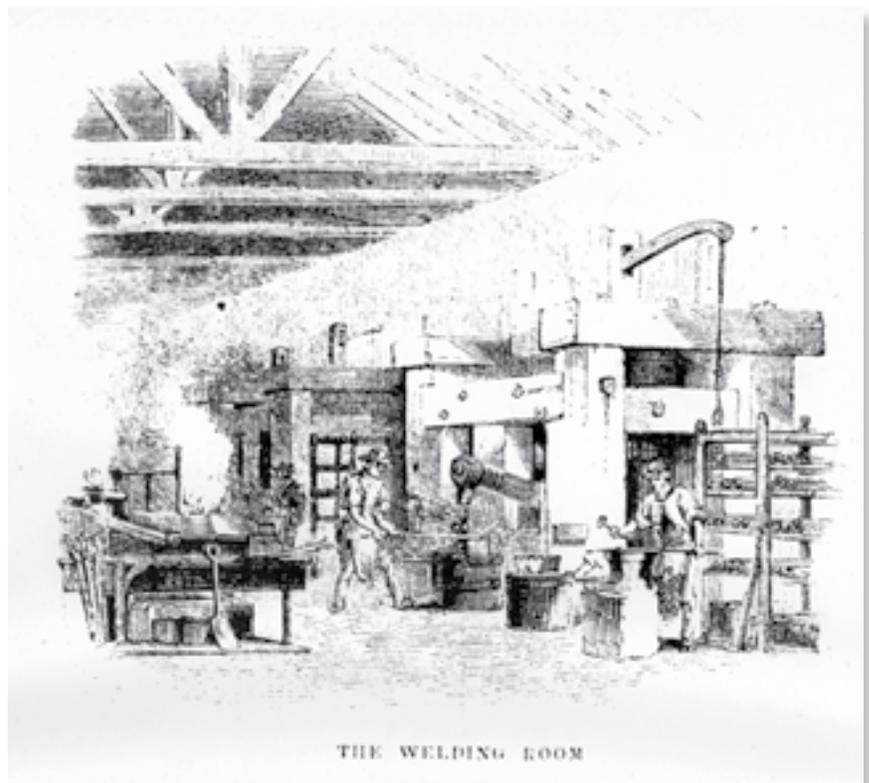
Historic Neighborhoods Surrounding Springfield

Armory. The Armory is located within Springfield's Metro Center neighborhood. It is abutted by the McKnight, Old Hill, and Six Corners neighborhoods. Each of these neighborhoods developed in conjunction with the Springfield Armory and include the homes of many armory workers.

Railhead. Following World War II, the Springfield Armory built and used a specialized weapons testing facility alongside the rail line in the northeast of Springfield on Page Boulevard that operated until the armory closed in 1968. Here such weapons as the mini-gun and Vulcan 20mm cannon were tested and perfected. Today, the site includes the original buildings owned and occupied by Smith & Wesson.

Quabbin Testing Range. Following World War II, Springfield Armory used a weapons testing facility at the south end of the Quabbin Reservoir some 18 miles northeast of Springfield that operated until the armory closed in 1968. Here such weapons as the M14 Rifle, the mini-gun, and Vulcan 20mm cannon as well as aircraft and helicopter gunship weapons systems were tested and perfected. Today, the site is accessible to foot traffic and includes building foundations and footings as well as weapons mounting towers and steel-framed assemblies within easy walking distance of the scenic Enfield Overlook and just off the perimeter road.

Wait Monument. In 1763, Colonel Joseph Wait erected a marker directing travelers from Springfield toward Boston. The stone monument, which was located near the armory site, was hit by gun shot during the Shays' Rebellion and is the only physical evidence remaining from that skirmish. To protect against vandalism, the original marker is in city storage. There have been indications that the city would loan it to the Springfield Armory for exhibition and interpretation.



The Water Shops, viewed here in 1850, provided water-powered forging hammers to improve arms production starting in the early 19th century.



Identification of Key Parkwide or Major Issues and Associated Planning and Data Needs

All parks face a variety of issues that must be addressed now or through future planning. An issue is a point or matter that must be decided. A key parkwide or major issue may raise questions regarding park purpose and significance. Or there may be other questions of importance that, in the judgment of NPS staff, need to be addressed in future planning.

During the foundation document process for Springfield Armory National Historic Site, the following key issues and associated planning and data needs were identified:

Improve Interpretive Opportunities for Visitors.

- Implement strategies for reaching more visitors, particularly exploiting the opportunities of digital communications.
- Update exhibits in the Main Arsenal to reflect the significance statements and interpretive themes incorporated in this foundation document.
- Develop exhibits and interpretive programs at off-site venues, including historic Springfield Armory satellite sites such as the Water Shops, Federal Square, and the Quabbin Reservoir testing site.

Enhance Education Program.

- Develop curriculum-based programs for the middle, high school, and college levels with such partners as the Springfield Public Schools, local colleges and universities, and local historical sites.

Increase Visitation.

- Increase visitation at Springfield Armory National Historic Site by 50%.

Preserve Historic Springfield Armory Campus.

- Work with the Commonwealth of Massachusetts / Springfield Technical Community College to preserve historic structures and landscapes features in the entire 55-acre Springfield Armory National Historical Site.

Restore the Cultural Landscape to the Historic Armory Period.

- Work with the Olmsted Center for Landscape Preservation to rehabilitate the historic armory grounds to the appearance as of around 1950.

Adaptively Reuse Commanding Officers Quarters.

- Develop a plan for the preservation and reuse of this historically important building.



This extraordinary 1763 road marker stood at Springfield Armory until it closed. It was present during the repulse of Shays' Rebellion. A fiberglass replica stands in its place today to protect the original, c. 1910.

Restore and Open Byers Street and Pearl Street Gates.

- Develop a plan in consultation with the City of Springfield to restore and open the Byers Street and Pearl Street gates, which provide access to Springfield Armory National Historic Site.

Develop Effective Signage for Springfield Armory National Historic Site.

- Work with Springfield Technical Community College, the Massachusetts Department of Transportation, and the City of Springfield to develop an effective and comprehensive signage plan.

Improve Outreach and Partnerships.

- Build partnerships with appropriate local, regional, national, and international groups, including the City of Springfield, Springfield Museums, and the University of Massachusetts-Amherst.
- Reestablish a friends group for the Springfield Armory National Historic Site.
- Develop partnerships with historic and other interested groups along the “Precision Corridor,” the Connecticut River Valley metal-working region that stretches from Bridgeport, Connecticut, to Windsor, Vermont.



A historic fountain near the Commanding Officer's Quarters, c.1920.

Prioritization of Planning and Data Needs

This section prioritizes the need for future plans and studies or research for Springfield Armory National Historic Site. It provides a comprehensive review and prioritization of plans and data needed to maintain and protect the park’s fundamental (and other important) resources and values, as well as address key parkwide and other major issues. Based on these criteria, plans and studies were grouped into categories of high, medium, and low priority projects. This information will be used by parks, regional offices, and the NPS Washington office to determine priorities and consider the future funding needs of the park unit.

Planning Needs – Where A Decision-making Process Is Needed

Related to an FRV or OIRV?	Planning Needs	Priority (H, M, L)
Yes	Cultural landscape preservation treatment plan—with the <i>Cultural Landscape Report for Armory Square</i> being completed in 2010, an action plan is needed to guide landscape treatments on NPS-owned property	H
Yes	New long-range interpretive plan, including an education plan	H
Yes	New collection management plan	M

Data Needs – Where Information Is Needed Before Decisions Can Be Made

Related to an FRV or OIRV?	Data and GIS Needs	Priority (H, M, L)
Yes	Study analyzing potential uses for the Commanding Officer’s Quarters	H
Yes	Historic resource study for park	M
Yes	Updated historic structure report for the Main Arsenal	M
Yes	Historic structure reports for all Commonwealth of Massachusetts-owned buildings dating from the Springfield Armory’s period of activity	M
Yes	Finalize archives survey and develop project statements to process uncataloged archival collections	M
Yes	Historic structure report for historic Armory Square perimeter fence	M

Part 3: Contributors

National Park Service Northeast Regional Office

James C. O'Connell, *Project Manager*

Ellen Carlson, *Community Planner*

Liz Banks, *Senior Archivist*, Northeast Museum Services Center

Eric Breitreutz, *Chief*, Historic Architecture Program

Richard Chilcoat, *Project Manager*, Architectural Preservation, Engineering,
and Maintenance

Eliot Foulds, *Landscape Architect*, Olmsted Center for Landscape Preservation

Elizabeth Igleheart, *Historian*

James Lee, *Architectural Conservator*, Historic Architecture Program

Leslie Obleschuk, *Chief of Interpretation and Education*, Minute Man
National Historical Park

Springfield Armory National Historic Site

James Woolsey, *Superintendent*

James Roberts, *Museum Curator Supervisor*

Joanne Gangi-Wellman, *Chief*, Visitor Services

Joseph Brady, *Facility Manager*

April May Preston, *Administrative Officer*

Richard Colton, *Historian*

Alex MacKenzie, *Park Ranger*

Local Community

Alvin Allen, *Planner*, Springfield Planning Department

David Cruise, *Director*, Hampden County Regional Employment Board

Joseph DaSilva, *Vice President of Administration / Chief Financial Officer*, Springfield
Technical Community College

Professor David Glassberg, *University of Massachusetts-Amherst*

Larry Lowenthal, *Consultant and former NPS Historian*

Chris Skelly, *Director*, Local Government Programs, Massachusetts
Historical Commission

Holly Smith-Bove, *President*, Springfield Museums

Michael Suzor, *Assistant to the President*, Springfield Technical Community College



The Benton Small Arms Collection, seen here in about 1930, has been publicly displayed since the early 1870s.

Appendix A: Enabling Legislation and Legislative Acts for Springfield Armory National Historic Site

P.L. 93-486, to Establish Springfield Armory National Historic Site (1974)

Springfield Armory

An Act to provide for the establishment of the Clara Barton National Historic Site, Maryland; John Day Fossil Beds National Monument, Oregon; Knife River Indian Villages National Historic Site, North Dakota; Springfield Armory National Historic Site, Massachusetts; Tuskegee Institute National Historic Site, Alabama; Martin Van Buren National Historic Site, New York; and Sewall-Beaumont House National Historic Site, Washington, District of Columbia; and for other purposes. (88 Stat. 1481) (P.L. 93-486)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

TITLE I

SEC. 101. (a) Unless otherwise provided hereafter, the Secretary of the Interior (hereinafter referred to as the "Secretary") is authorized to acquire by purchase with donated or appropriated funds, donation, exchange, or by transfer from another Federal agency such lands and interests in lands as hereafter provided for establishment as units of the national park system, as follows:

* * * * *

(4) for establishment as the Springfield Armory National Historic Site, Massachusetts, those lands depicted on the map entitled "Boundary Map, Springfield Armory National Historic Site, Massachusetts", numbered NHS-SPAR-91,003 and dated January 1974, the oldest manufacturing arsenal in the United States: *Provided*, That the historic site shall not be established unless an agreement is executed which will assure the historical integrity of the site and until such lands as are needed for the historic site are donated for this purpose.

(b) The Secretary may also acquire personal property associated with the areas referred to in subsection (a) of this section. Lands and interests therein owned by a State or any political subdivision thereof which are acquired for the purposes of subsection (a) of this section may be acquired only by donation.

SEC. 102. (a) When the Secretary determines that an adequate interest in lands has been acquired to constitute an administrable unit for each of the areas described in section 1 of this Act, he may, after notifying the Committees on Interior and Insular Affairs of the United States Congress of his intention to do so at least fourteen days in advance, declare the establishment of such unit by publication of a notice to that effect in the Federal Register. Such notice shall contain a map or other description of the boundaries of the unit, together with an explanation of the interests acquired and the costs incident thereto. The Secretary may refrain from acquiring

property for establishment of any unit authorized by this Act where, in his judgment, satisfactory agreements or donations with respect to properties which are needed for the protection and administration of a particular unit have not been consummated with the owners of such properties.

(b) Pending the establishment of each unit and, thereafter, the Secretary shall administer the property acquired pursuant to this Act in accordance with the provisions of the Act of August 25, 1916 (39 Stat. 535), as amended and supplemented, and, to the extent applicable, the provisions of the Act of August 21, 1935 (49 Stat. 666), as amended.

SEC. 104. There are authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act, not to exceed, however, the following:

* * * * *

(d) Springfield Armory National Historic Site, 5,300,000 for development:

* * * * *

Approved October 26, 1974.



Built in the mid-1870s, the Byers Street Gate remains hardly changed. It continues to welcome visitors to the site.

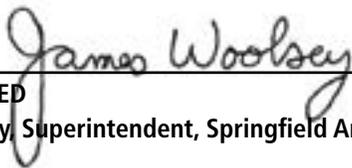
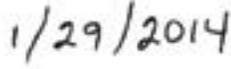
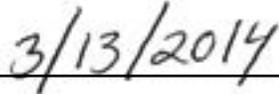
Appendix B: Springfield Armory National Historic Site Condition Survey of Historic Buildings

Historic Buildings Managed by the National Park Service	
Building 1 (Commandant's House)	Poor Condition
Building 13 (Main Arsenal)	Good Condition
Building 18 (Garage)	Good Condition
Building 33 (Guard House)	Good Condition
Tennis Court	Good Condition
Walkways	Fair Condition
Light Posts	Fair Condition
Fence and Gates	Good Condition
Historic Buildings Managed by the Commonwealth of Massachusetts	
Building 5/6 (Jr. Officer's Quarters)	Poor Condition
Building 7 (Officer's House)	Good Condition
Building 8 (Officer's House)	Good Condition
Building 9 (Officer's House)	Good Condition
Building 10 (Master Armorer's Quarters)	Poor Condition
Building 11 (West Arsenal)	Good Condition
Building 12 (Officer's House)	Fair Condition
Building 14 (Middle Arsenal)	Good Condition
Building 15 (East Arsenal)	Good Condition
Building 16 (Administration)	Good Condition
Building 19 (Caserne and Stables)	Fair Condition
Building 20 (Field Service Building)	Good Condition
Building 21 (Paint Shop)	Good Condition
Building 25 (Research/Garage)	Good Condition
Building 27 (Annex Building)	Good Condition
Building 28 (Research and Engineering)	Good Condition
Building 28A (Underground Range)	Poor Condition
Building 29 (Garage)	Good Condition
Building 31 (Guard House)	Fair Condition
Building 32 (Research Manufacturing)	Fair Condition
Building 35 (Storehouse)	Good Condition
Fence and Gates	Fair Condition

Northeast Region Foundation Document Recommendation Springfield Armory National Historic Site

January 2014

This Foundation Document has been prepared as a collaborative effort between park and regional staff and is recommended for approval by the Northeast Regional Director.

	
RECOMMENDED James Woolsey, Superintendent, Springfield Armory National Historic Site	Date
	
APPROVED Michael A. Caldwell, Regional Director, Northeast Region	Date



As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historic places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

NPS/SPAR/458/122998A

July 2014

On Back Cover: Built in the mid-19th century for storage and maintenance of weapons, this building holds the visitor center, museum, collection, and staff offices.

Foundation Document • Springfield Armory National Historic Site



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